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Information

Professional Services Committee

Discussion of the Fifth Year of Study Option

Executive Summary: At its December 2004 meeting, the Commission directed staff to meet with stakeholders and discuss the fifth year of study program option as allowed by AB 2210. This item provides background information related to the fifth year of study option provided in the law. Staff will also provide information on the stakeholders meeting related to this topic.

Recommended Action: This is an information item and no action is recommended.

Presenters: Rod Santiago, Consultant, Professional Services Division and Lawrence Birch, Administrator, Professional Services Division

Strategic Plan Goal(s):

Goal 1: Promote educational excellence through the preparation and certification of professional educators.

- ◆ Sustain high quality standards for the preparation of professional educators.
- ◆ Access and monitor the efficacy of the Accreditation System, Examination System, and State and Federal Funded Programs.

Discussion of The Fifth Year of Study Option

Introduction

At the December 2004 Commission meeting staff presented an item related to the implementation of AB 2210 and corresponding Title 5 changes. During the discussion staff was directed to meet with stakeholders to discuss the fifth year of study program option allowed by AB 2210. This agenda item reviews the background and development of the fifth year of study as well as the passage and implementation of Assembly Bill 2210, and summarizes the meeting held in early December 2004 with stakeholders.

Background

One of the expectations of the Ryan Act of 1970 was that the requirements for the Multiple and Single Subject Teaching Credential would include a bachelor's degree and one year of study beyond the bachelor's degree. However, provisions were made for candidates to obtain a preliminary credential and begin teaching immediately after the awarding of the bachelor's degree, provided that the subject matter requirement had been met and that the candidate had completed the professional preparation program. Preliminary credential holders then could begin teaching and would have five years to meet the requirements for the professional clear credential.

The Fifth Year of Study was one of the requirements for attaining the professional clear teaching credential that has remained in effect since that time. New teachers were required to take whatever units were necessary to complete the year of postgraduate study by selecting a program of study designed to improve their competence and skills. In the years after the original Ryan Act, the Legislature added certain statutory course requirements that became a part of the Fifth Year. A majority of credential candidates were not able to qualify for the Preliminary credential at the point of earning the bachelor's degree. For those candidates, completion of the professional preparation program became part of their Fifth Year of Study. In fact, many candidates completed the statutory course requirements while completing their professional preparation program and the first credential that they earned was the professional clear.

In 1998 the Legislature amended Education Code Section 44259 (SB 2042, Statutes of 1998, Chapter 548) to develop new standards for the Multiple and Single Subject teaching credentials. That legislation was co-sponsored by the Commission and was in response to the earlier study of Multiple and Single Subject Credentials authorized by SB 1422 (Statutes of 1992, Chapter 1245). The SB 2042 legislation provided for the completion of an induction program as one of the requirements for the professional clear credential.

In enacting SB 2042, the Legislature declared its intent “to implement standards that govern all aspects of teacher preparation, including subject matter knowledge, professional preparation, induction, and credential renewal; to strengthen teacher preparation by better integrating theory and practice, and to expand teacher induction programs and programs to attract qualified persons to teaching.”

As a result of the passage of SB 2042, Section 44259 (c) of the Education Code specified all of the following requirements for a Professional Clear Multiple or Single Subject Credential:

- Possession of a valid preliminary teaching credential or its equivalent;
- Subject to the availability of funds in the annual Budget Act to provide statewide access to eligible beginning teachers, as defined in subdivision (d) of Section 44279.1, completion of a program of beginning teacher induction;
- Preparation, in accordance with commission standards, that addresses the following course areas:
 - 1) The study of health education, including study of nutrition, cardiopulmonary resuscitation, and the physiological and sociological effects of abuse of alcohol, narcotics, and drugs and the use of tobacco. Training in cardiopulmonary resuscitation shall also meet the standards established by the American Heart Association or the American Red Cross.
 - 2) The study and field experience in methods of delivering appropriate educational services to students with exceptional needs in regular education programs.
 - 3) The study, in accordance with the commission's standards of program quality and effectiveness, of advanced computer-based technology, including the uses of technology in educational settings.
- Completion of an approved fifth year program after completion of a baccalaureate degree at a regionally accredited institution.

Education Code Section 44259 (c) (5) eliminated the fifth year program requirement for any candidate who completed an induction program that had been approved for the professional clear credential. Candidates were given five years to meet the requirements for the professional clear credential.

The Legislature and the Commission recognized that the beginning years of a teacher's career are a critical time during which it is necessary that intensive professional development and assessment occur. In the provisions of the Education Code establishing the voluntary Beginning Teacher Support and Assessment System (BTSA), the declaratory language in Education Code Section 44279.1 states:

Intensive professional development and assessment are necessary to build on the preparation that precedes initial certification, to transform academic preparation into practical success in the classroom, to retain greater numbers of capable beginning teachers, and to remove novices who show little promise as teachers.

Education Code 44279.1 also expresses that:

It is the intent of the Legislature that the commission and the superintendent develop and implement policies to govern the support and assessment of beginning teachers, as a condition for the professional certification of those teachers in the future.

However, it was recognized that under certain circumstances, some teachers would not be able to complete an induction program because one was not available to them. For example, some new teachers may be assigned in remote geographical locations in which an induction program is not available. Other new teachers may be teaching in private schools, charter schools, prisons, or other non-traditional school settings. Finally, some preliminary credential holders may not be employed. Accordingly, the fifth year program remained in statute as an alternative route to the induction program.

In September 2001, the Commission adopted standards for the SB 2042 teacher preparation programs and an implementation plan that called for a two-year transition ending December 31, 2003. Standards for Professional Teacher Induction Programs were adopted in March 2002. On August 5, 2002, the Commission published Coded Correspondence 02-0015, which outlined three options preliminary credential holders could choose to earn a professional clear credential: a Commission-approved Professional Teacher Induction Program; a Beginning Teacher Support and Assessment (BTSA) Program and the three additional course areas; or a Fifth Year of Study that includes the three additional course areas. It was anticipated that by the time that the SB 2042 teacher preparation standards were fully implemented, full funding would be available to provide statewide access to eligible beginning teachers, as defined in subdivision (d) of Section 44279.1, for participation in an induction program.

In April 2003 the Commission reviewed the status of the implementation of SB 2042 and discussed questions that had arisen since the adoption of the SB 2042 standards relating to the requirements for completion of the professional level credential. The State's budget crisis as well as proposals to consolidate funding for BTSA into block grants to local education agencies raised questions about the statewide availability of induction programs. While the Commission indicated that completion of an induction program was still the preferred option for meeting the requirements of the professional clear teaching credential, it recognized that policy decisions around these questions could potentially limit access to induction programs.

In light of the State's budget constraints at that time and the uncertainty regarding full funding for induction, the Commission was not able to determine that full funding had been achieved. The Fifth Year of Study remained the default option in case induction was not available. The Commission directed staff to send a Coded Correspondence to the field clarifying the options available (Coded Correspondence 03-0017). This Coded Correspondence was followed by Credential Information Alert 03-05 that provided additional information about the options

available and how these options would be implemented. The Alert also indicated that the Commission would send further information about the approval process for sponsors wishing to offer advanced study coursework and a Fifth Year of Study.

In September 2003, this information was sent to program sponsors. These submission guidelines provided clarification regarding the approval process for the Fifth Year of Study Program. These guidelines were formed from the two governing mandates of the Fifth Year of Study:

- 1) Education Code Section 44259; and
- 2) Administrative Code, Title 5 Regulations 80424 requires that a fifth year of study “be a full academic year, or its equivalent, at the postgraduate level taken at an accredited college or university.” This section requires the Commission to “permit a wide latitude for fifth year programs, including, but not limited to the following purposes:
 - Additional subject matter preparation including, but not limited to, pursuit of a master’s or higher degree.
 - Completion of an approved program for an advanced or specialized credential.
 - Study undertaken for in-service training for which college or university credit is given.
 - Study undertaken to complete an approved program of professional preparation.”

Education Code Section 44259 lists, among the requirements for the professional clear credential, preparation that addresses the study of health education; study and field experience in methods of delivering appropriate educational services to pupils with exceptional needs in regular education programs; and study of advanced computer-based technology in educational settings. Education Code Section 44259.5 further requires professional clear credential preparation to include applying effective instructional strategies that assist pupils to develop English language proficiency while maintaining academic progress across the curriculum.

The Standards of Quality and Effectiveness for Professional Teacher Induction Programs adopted by the Commission in 2002 included four standards that addressed the four advanced study areas required by Education Code Section 44259. Since these areas are required by law for the professional clear credential, these same four standards were also included in the requirements for fifth year of study programs. Along with these four standards, the Fifth Year program guidelines included language related to the requirements described in Title 5, Section 80424.

The only program sponsors eligible to submit proposals for Fifth Year of Study Programs were those who had previously responded to the Commission’s eight Common Standards as part of a program submission under SB 2042, and who already had an approved SB 2042 program of professional preparation. Institutions began submitting program proposals in February 2004.

Program submissions were reviewed based on the *Standards of Quality and Effectiveness for Advanced Course Work for the Multiple Subject and Single Subject Professional Clear Teaching Credential and Submission Guidelines for Approval of the Fifth Year of Study Program*.

The emphasis of these standards and guidelines is to build on the knowledge, skills and abilities gained in the preliminary teaching credential preparation through advanced-level applied learning. Therefore, it is important for programs to include in their responses a thorough discussion of how candidates will demonstrate advanced-level skills and/or abilities in classroom settings. For example, one of the elements of the Advanced Study of Health Education standard requires that each candidate implements accident prevention strategies within the classroom and the school site. Program proposals were reviewed to ensure that each of these applied learnings was adequately addressed.

To date 38 institutions have submitted proposals in response to these guidelines. All of the submitted proposals have been reviewed. Of those that have been reviewed, 14 program proposals have been recommended to the Committee on Accreditation (COA) for approval, 15 proposed programs will be brought to the next COA meeting for approval, and nine have been returned to the respective institutions for more information.

Passage and Implementation of AB 2210

On August 30, 2004, the Legislature passed and the Governor signed AB 2210 (Liu, Statutes of 2004, Chapter 343). This new law made further changes to Education Code Section 44259 by removing the fifth year program requirement except in specific situations. Section (c) of the revised law now reads (*italics added*):

(c) The minimum requirements for the professional clear multiple or single subject teaching credential shall include all of the following requirements:

- (1) Possession of a valid preliminary teaching credential, as prescribed in subdivision (b), possession of a valid equivalent credential or certificate, or completion of equivalent requirements as determined by the commission.
- (2) Subject to the availability of funds in the annual Budget Act to provide statewide access to eligible beginning teachers, as defined in subdivision (d) of Section 44279.1 and except as provided in paragraph (3), completion of a program of beginning teacher induction, including one of the following:
 - (A) A program of beginning teacher support and assessment approved by the commission and the Superintendent of Public Instruction pursuant to Section 44279.1, a provision of the Marian Bergeson Beginning Teacher Support and Assessment System.
 - (B) An alternative program of beginning teacher induction that is provided by one or more local educational agencies and has been approved by the commission and the superintendent on the basis of initial review and periodic evaluations of the program

in relation to appropriate standards of credential program quality and effectiveness that have been adopted by the commission, the superintendent, and the State Board of Education pursuant to this subdivision. The standards for alternative programs shall encourage innovation and experimentation in the continuous preparation and induction of beginning teachers. Any alternative program of beginning teacher induction that has met state standards pursuant to this subdivision may apply for state funding pursuant to Sections 44279.1 and 44279.2.

- (C) An alternative program of beginning teacher induction that is sponsored by a regionally accredited college or university, in cooperation with one or more local school districts that addresses the individual professional needs of beginning teachers and meets the commission's standards of induction. The commission shall ensure that preparation and induction programs that qualify candidates for professional credentials extend and refine each beginning teacher's professional skills in relation to the California Standards for the Teaching Profession and the standards of pupil performance adopted pursuant to Section 60605.
- (3) (A) If a candidate satisfies the requirements of subdivision (b), including completion of an accredited internship program of professional preparation, and if that internship program fulfills induction standards and is approved as set forth in this subdivision, the commission shall determine that the candidate has fulfilled the requirements of paragraph (2).
- (B) *If an approved induction program is verified as unavailable to a beginning teacher, or if the beginning teacher is required under the federal No Child Left Behind Act of 2001 (20 U.S.C. Sec. 6301 et seq.) to complete subject matter coursework to be qualified for a teaching assignment, the commission shall accept completion of an approved fifth year program after completion of a baccalaureate degree at a regionally accredited institution as fulfilling the requirements of paragraph (2). The commission shall adopt regulations to implement this subparagraph.*
- (4) Preparation, in accordance with commission standards, that addresses the following:
- (A) Study of health education, including study of nutrition, cardiopulmonary resuscitation, and the physiological and sociological effects of abuse of alcohol, narcotics, and drugs and the use of tobacco. Training in cardiopulmonary resuscitation shall also meet the standards established by the American Heart Association or the American Red Cross.
 - (B) Study and field experience in methods of delivering appropriate educational services to pupils with exceptional needs in regular education programs.
 - (C) Study, in accordance with the commission's standards of program quality and effectiveness, of advanced computer-based technology, including the uses of technology in educational settings.

Stakeholders Meeting

In light of changes brought about by AB 2210 and concerns raised by some stakeholders about the comparability of Fifth Year of Study Programs as an alternative to induction programs, staff held a meeting on December 10, 2004 to discuss the fifth year program option with stakeholders.

Several electronic invitations were sent out to various stakeholders across the state. Thirty-two people attended the meeting. The discussion focused on two issues regarding the fifth year program: (1) who is eligible for a fifth year program; and (2) what changes, if any, need to be made to the fifth year program.

AB 2210 set narrow parameters concerning who would be allowed to complete a fifth year program as an alternative to induction. According to the law, only a 2042 preliminary teaching credential holder whose credential is issued on or after August 30, 2004 and who either does not have an induction program available (as verified by his or her employer) or is required by the No Child Left Behind Act (NCLB) to complete subject matter coursework is allowed to complete the alternative to induction. All other credential holders must complete one of the induction programs allowed by law. It is important to note that the law does not affect Ryan preliminary teaching credential holders.

Much of the discussion at the stakeholders meeting centered on the comparability of the Fifth Year of Study experience with that experienced through an induction program. Some of the stakeholders were concerned that the current fifth year program does not provide the same rigor as an induction program and would thereby result in an inequity in the quality of the teacher training. They also felt that this quality issue could further be exacerbated if future funding constraints were to significantly reduce the availability of induction programs. If this scenario were to occur then the default requirement for obtaining a clear credential would be completing a fifth year program. This, it was argued, would support ramping up the requirements for a fifth year program so as to be more equivalent to induction programs.

Other stakeholders expressed a concern that should the fifth year programs be revised to be equivalent with the induction programs, it would create too much of a burden on those teachers who were pursuing their NCLB subject matter competence through the fifth year option. Further, some expressed the opinion that if the fifth year program requirements were to be equivalent to induction requirements, then the fifth year would no longer be an alternative to induction, as provided by AB 2210. It was felt by all that more discussion on these and other matters would be necessary before making any recommendations on changes to the content and design of the current fifth year program option. An additional stakeholder meeting is scheduled on February 2, 2005.